

ORDER

U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL AVIATION ADMINISTRATION

1380.50

9/6/89

SUBJ: REGIONAL AIRWAY FACILITIES DIVISION OFFICE STAFFING GUIDE

1. PURPOSE. Efficient management of regional Airway Facilities (AF) divisions requires the application of an objective and credible staffing guide for determining AF division regional office staffing levels. This order is designed to meet the need through publication of a staffing formula covering the functions performed by regional AF division offices.
2. DISTRIBUTION. This order is distributed to division level in the Office of Budget, Office of Management Systems, Office of Personnel, Office of Training and Higher Education, Office of Labor and Employee Relations and to branch level in the Systems Maintenance Service in Washington headquarters; to division level in the regional Human Resource Management, Management Systems, Resource Management, Management and Budget, Human Resource, Budget, and Financial Management divisions; and to branch level in the regional Airway Facilities Divisions.
3. CANCELLATION. Order 1380.46, Airway Facilities Regional Office Staffing Standards, dated November 1, 1982, is canceled.
4. BACKGROUND.
 - a. Regional AF divisions have indicated a need for a viable method of planning, requesting, and supporting staffing for the regional division offices.
 - b. The latest version of Order 1380.34, Staffing Standards Program, requires that staffing criteria be developed and applied on a uniform national basis.
 - c. This order was developed to provide an improved method of predicting AF division office staffing needs.
5. APPLICATION.
 - a. It is intended that this order be applied with flexibility. This order does not guarantee that the personnel complement supported by the formula will be obtained; however, it does provide a valid basis for staffing requests.
 - b. This order should serve as a base for the regional AF division. An explanation of the variance in its application is needed to provide feedback on the continuing validity of the guide.

Distribution: A-W(BU/MS/PN/HT/LR)-2; A-W(SM)-3;
A-X(RM/MS/BU)-2; A-X(AF)-3

Initiated By: ASM-230

c. This order does not apply to Facilities and Equipment (F&E) positions or to the positions covered by the latest version of Order 1380.40, Airway Facilities Sector Level Staffing Standard System.

6. RESPONSIBILITIES.

a. Systems Maintenance Service. The Systems Maintenance Service is responsible for:

(1) Submitting budget recommendations to the Office of Budget based on the application of this order.

(2) Reviewing regional recommendations for modification of the standard and informing the Office of Management Systems of proposed modifications.

(3) Evaluating periodically, in conjunction with the Office of Management Systems, the continuing validity of this order.

(4) Coordinating with the Office of Labor and Employee Relations when it appears that the application of this order may have an impact on the numbers, grades, or positions of employees represented by a labor union.

b. Office of Management Systems. The Office of Management Systems is responsible for participating with the Systems Maintenance Service in the review of this order and proposed changes to it.

c. Office of Budget. The Office of Budget is responsible for ensuring that the staffing guide is integrated with the budget process.

d. Office of Labor and Employee Relations. The Office of Labor and Employee Relations is responsible for providing labor relations staff advice upon request, and arranging to carry out management's obligations to unions having exclusive recognition when it appears that the application of this order may have an impact on the numbers, grades, or positions of employees represented by such union.

7. WORKLOAD CHARACTERISTICS.

a. Due to the variety, scope, and nature of the work performed by AF personnel in regional offices, it is inefficient and cumbersome to base staffing requirements on individual standard project times. The results of this method are staffing numbers which change too quickly and drastically to have credibility for budgetary purposes. A more practical approach is through the use of a staffing guide which considers the workload in an overall sense.

b. All operations-funded support type work performed in the regional AF division offices can be related, either directly or indirectly, to facilities, resources, or aviation activity. The absence of any one of these parameters would severely curtail or negate the need for AF division personnel. Conversely, large amounts of these parameters can be equated to large workloads for AF personnel in regional division offices.

c. With the ever-changing workload imposed upon regional offices, it is important that the planning tool used for predicting staffing should have the following qualities:

(1) Provide smooth staffing figures for the period; i.e., the formula or method used should not overreact by following the near-term peaks and valleys of workload throughout the year.

(2) It should recognize longer-term trends in staffing. For example, if the workload will increase substantially for several years due to establishment of facilities, the planning tool used should recognize the impending change in time for the budgetary request.

(3) The counting or measuring method used to predict the staffing should not be so complex or cumbersome as to require excessive time to apply. Further, it should rely on existing data sources as much as possible rather than requiring new data systems for compiling staffing figures.

8. METHODOLOGY.

a. Through historical data, regression analysis, and trend information, a formula was derived which incorporated the desirable characteristics for predicting staffing needs in regional AF division offices. The formula is in the form of the equation: $N = aX + bY + cZ + d$, where:

(1) N = the total operations-funded AF positions for the regional office.

(2) X = the total number of facilities in the region. This includes non-Federal, Department of Defense, and other facilities listed in the Facilities Master File (FMF).

(3) Y = the direct work staffing generated for all field facilities in the region.

(4) Z = an index figure based upon the level of towers, flight service stations (FSS), and other operational facilities in the region.

(5) Alpha characters a, b, c, and d are constants derived through the regression analysis process. To derive these figures, "N" values for each region were used which were composed of present authorized staffing, supplemental help, and new requirements such as for telecommunications management and operation (TM&O). In addition, the present "X" values for numbers of facilities, "Y" values for field direct work staffing, and "Z" values for level of operations facilities were used. Through the regression analysis process and the use of these data, the constant "d" as well as the optimum coefficients "a", "b", and "c" were developed. Thus, the resultant formula reflects actual staffing to accomplish the present workload, an added amount for the new functions, and a means to vary the total amount for each region depending on future projections of facilities, field staffing, and air traffic activity. Any necessary changes in the constant values will be made by the Systems Maintenance Service.

b. Changes in the "X" value or facility count mainly affect workload associated with establishment planning management, maintenance engineering, logistics, and National Airspace System (NAS) Plan coordination.

c. Changes in the "Y" value or direct work staffing number are indicators of increases or decreases in support-type work for the field such as hiring, training, certification, labor management relations, human relations, workload planning, and other personnel management activities.

d. Changes in the "Z" value or operations facility level index mainly reflect changes in workload associated with facility restoration and shutdown, watch coverage requirements, joint Air Traffic/AF activities, coordination, airspace cases, public relations, security, TELCO, and contractual matters.


e. In the regional AF division office, it is necessary to have a minimum AF staffing figure or "floor" to provide essential services. A staffing level less than this floor is deemed impractical for regional office operation. The floor is provided by the constant "d" in the formula and consists of a minimum number of personnel devoted to planning, development, and evaluation (PD&E); engineering support; management; and administrative activities.

f. The formula with the derived constants as well as an explanation of its usage is included in appendix 2.

9. PROCEDURES. This order shall be used to develop position requirements for budget submissions and distributions. The following paragraphs describe procedures for using this order in the budget process.

10. FACILITY INVENTORY FILE. Integration of the staffing guide into the agency's budgetary process requires an accurate, up-to-date facility inventory file. This file is comprised of facilities commissioned and reflected in the FMF as well as those anticipated to be commissioned in the Precommissioned Facilities File (PFF). A total count of facilities for a given year must be obtained for the "X" value in the formula.

11. DIRECT WORK STAFFING. A direct work staffing (DWS) figure for field generated workload must be obtained for the "Y" value in the formula. This figure is in employee years, and is for a given fiscal year.
12. OPERATIONS FACILITIES INDEX. The operations facilities index is a number derived by totaling the levels of all operations facilities in the region. The index figure represents the "Z" value in the formula.
13. DESCRIPTIVE OUTLINE OF EVENTS. Appendix 1 describes various events in the process of formulating and distributing the budget.
14. REFINEMENT AND VALIDATION. To ensure the integrity of this order, a periodic monitoring and validation effort will be conducted by the Systems Maintenance Service and the Office of Management Systems. Appropriate changes will be made by the Systems Maintenance Service in coordination with the Office of Management Systems.
15. VALIDATION EFFORTS. The Systems Maintenance Service and the Office of Management Systems will develop detailed plans for validation of the staffing guide. Regional advice, assistance, and participation in these studies will be solicited.
16. FEEDBACK. Suggestions for changes to this order may be submitted by offices in Washington or by the regions to the Planning and Operations Program, ASM-230, at any time. Another channel for feedback is in the annual call for estimates, wherein each office has the opportunity to annotate copies of the pertinent reports.

for 
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Associate Administrator for
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APPENDIX 1. SEQUENCE OF EVENTS IN THE PROCESS
OF FORMULATING AND DISTRIBUTING THE BUDGET

<u>EVENT NUMBER</u>	<u>DATE</u>	<u>EVENT DESCRIPTION</u>
1	September- October	<u>ISSUANCE OF CALL FOR ESTIMATES.</u> The Office of Budget issues budget year call for estimates.
2	January	<u>FIRST MERGE OF DATA FILES.</u> In each budget cycle, the Systems Maintenance Service provides for a merge of the field staffing standard values with the latest FMF and facility commissionings projected in the PFF. Data on facility operations level is available from Air Traffic. Tentative position allowances are formulated at this time from the above data.
3	February- March	<u>PREPARATION OF RESPONSES TO CALL.</u> Regional offices prepare responses to the call for estimates using the staffing formula.
4	March	<u>REGIONAL RESPONSES TO CALL.</u> Regions submit responses to the call for estimates to the Office of Budget.
5	April- May	<u>HEADQUARTERS REVIEW.</u> The Systems Maintenance Service provides recommendations to the Office of Budget for making the budget year submission to the Office of the Secretary of Transportation (OST).
6	July- August	<u>SECOND MERGE OF DATA FILES.</u> Systems Maintenance Service provides for a second merge of field staffing standard values, PFF, and FMF. Using these data as well as information on facility operations levels, the initial position allowances for regional AF division offices are recommended by the Systems Maintenance Service.

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7	July- August	<u>OST REVIEW.</u> OST conducts a review of FAA's detailed budget submission.
8	September- December	<u>OMB REVIEW.</u> The Office of Management and Budget (OMB) reviews the detailed FAA/OST budget submission. Based on OMB's decisions, FAA prepares the package to be incorporated in the President's budget.
9	February- March	<u>CONGRESSIONAL BUDGET REVIEW.</u> The House and Senate conduct hearings on the Department of Transportation budget submission for approval and appropriation of funds.

APPENDIX 2. PROCEDURES FOR CALCULATING REGIONAL
AF DIVISION OFFICE REQUIREMENTS

The formula for calculating the number of Operations-funded AF positions for regional division offices is as follows:

$$N = (.0033)X + (.0033)Y + (.2331)Z + 35.5$$

Where:

N = Total number of operations-funded AF positions generated for the regional AF division office. This figure should be rounded to the nearest whole number.

X = Total number of facilities in the region. For a present-year count of facilities, use the FMF. For future-year calculations, this number will be a mixture of presently commissioned facilities as well as those planned for commissioning. Use an FMF retrieval for facilities with maintenance responsibility codes I through Z and 1 through 9 (FAA Reimbursable, FAA Contract, Other, and DOD). For facilities with maintenance responsibility codes A through H (FAA Direct), use the facility inventory column of Staffing Standards, Book 1C. The total will be a summation of the counts from the FMF and Book 1C. For a further explanation of the codes, refer to the latest edition of Order 6000.5, Facilities Master File.

Y = Total direct work staffing generated for field facilities within the region. This figure is in employee years. For future-year calculations, this number is a projection of the anticipated workload. Staffing Standards, Book 2B, values for the regional total direct work staffing should be used.

Z = Operations facility level index. This figure is a direct summation of the air traffic activity levels for all operations-type facilities within the region. Countable operations facilities are ARTCC, CERAP, ATCT (FAA operated or contract,) RAPCON, TRACON, TRACAB, RATCF, AFSS, IFSS, and FSS. For example, each Level II ATCT in the region adds a weight of two (2) to the index figure. The only exception to this rule is that ARTCC and CERAP should be given a weight of six (6) each. Information on the level of activity can be obtained from the Air Traffic Executive Staff, AAT-10, or from the regional Air Traffic divisions. It is currently on a data base file entitled MANFAC.DBF and is updated annually.

NOTE: Decommissioned locations should not be counted. Anticipated changes or additions should be included for budgetary estimates.

The constant "35.5" in the formula is the regional AF division office minimum figure, and is a part of the total.

